

Report to Planning applications committee

Item

13 June 2019

Report of Head of planning services

Subject Application no 18/01706/F - 53 Dereham Road, Norwich
NR2 4HZ

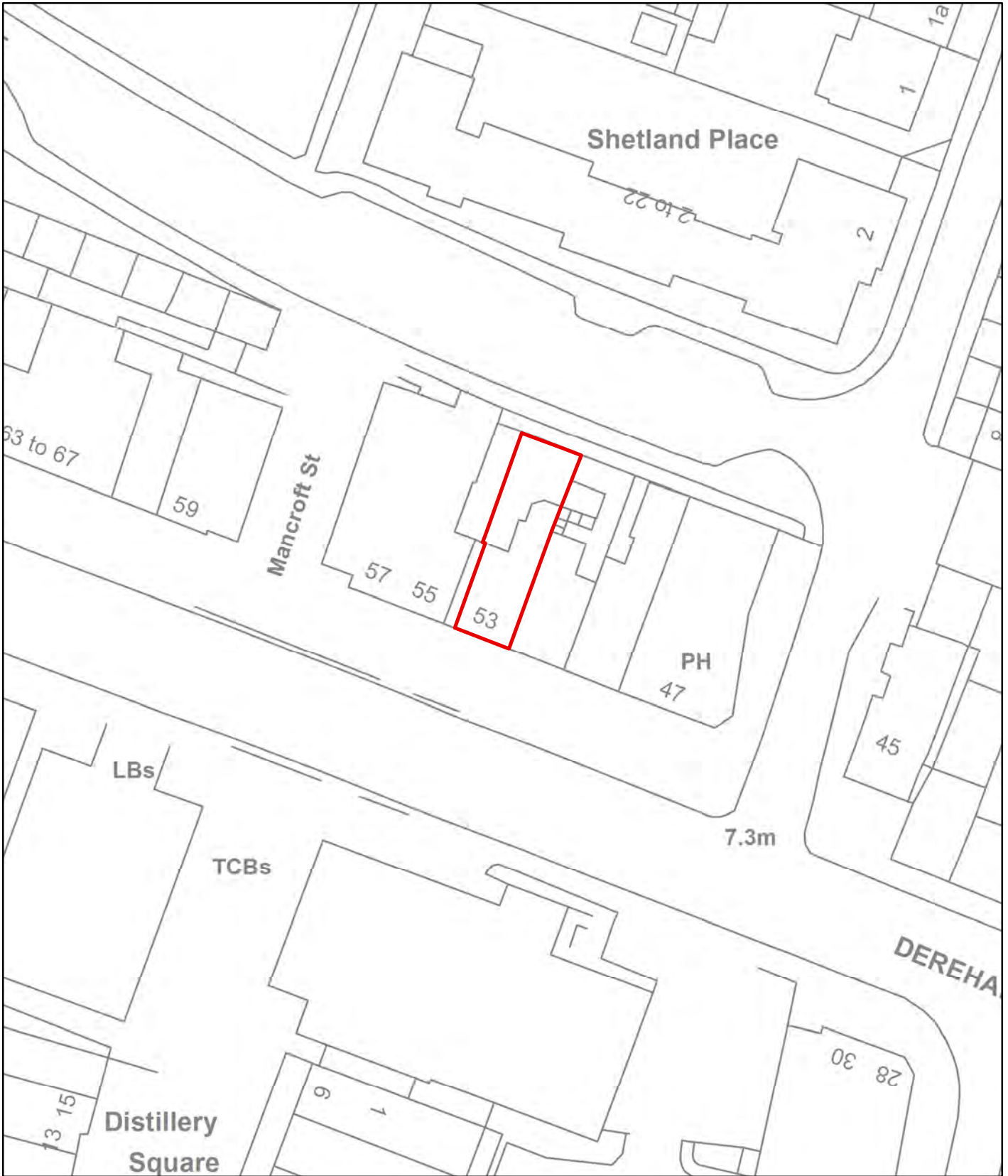
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**Reason
for referral** Objections

Ward:	Mancroft
Case officer	Stephen Little - stephenlittle@norwich.gov.uk

Development proposal		
Two storey rear extension to create 1No. flat.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1 Principle of development	Meeting housing need, suitability of location
2 Design & scale	Scale of extension in context of dwelling and adjacent properties.
3 Residential amenity	Loss of light and outlook affecting neighbouring properties. Amenity of future occupants: lack of amenity space and outlook; noise from neighbouring usage.
4 Access and Servicing	Maintaining serviceability of the shop. Bin and cycle storage.
Expiry date	14 June 2019
Recommendation	Approve



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Planning Application No 18/01706/F
 Site Address 53 Dereham Road
 Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The subject property is situated on the north side of Dereham Road, a major arterial route for the city, approx 0.25km west of its junction with the inner ring road. This area of Dereham Road is largely characterised by a mix of residential and retail uses. The subject property is part of a row of 5 retail/restaurant units.
2. The subject property is a currently disused shop (formerly providing computer services) with rear storage and outdoor space providing rear access, and unused accommodation on the first floor, with both floors forming a single unit. While the application refers to the existing first floor use as a flat, the first floor was previously subject to an approved 1992 application for change of use to office space, though the extent to which this was implemented is unclear.
3. To the rear, along its east boundary, is a 3.3m long two-storey section and, extending further to the rear, a 2.7m single storey extension. Both have lean-to roofs.
4. To the rear of the property is a small outdoor area, extending 5m further than the rear extension. The property backs onto Exeter Street, on the opposite side of which is Shetland Place comprising of flats facing toward the property.
5. Adjoining to the west is 55-57 Dereham Road, a restaurant with associated accommodation/storage space on its first floor; both floors forming a single unit. There is one rear-facing first floor window, approx 1m from the boundary with the subject property. Along the west boundary of no.55-57, and 2m from the subject property, is a 12.6m long single-storey rear extension which extends the full length of the property to Wessex St. Along the roof of the extension are two flue pipes, adding notably to its height. Approx 0.8m above ground level and facing the subject property, are air conditioning units which emit low level noise.
6. Adjoining to the east is 51/51a Dereham Road which comprises a pet shop and a separate flat. The flat is accessed to the rear with steps up to the rear of the first floor, the rear wall of which aligns with that of the subject property. The rear/north-facing door to the flat is obscure glazed and opens onto a hallway. There are two additional windows, one rear and one east facing, further away from the subject property. The ground floor extension at 51/51a is longer than that of the subject property.
7. Further to the east, no.49 (next door but one) has a two storey extension slightly longer than that proposed for no.53 and, along with the property next to this at no.47, has a single storey extension reaching to the end of the plot.

Constraints

8. Critical drainage area (Policy DM3, DM5 - Critical Drainage Catchment).
9. District retail centre, DC08 (Policy DM18, DM21 - District Retail Centre).

Relevant planning history

Ref	Proposal	Decision	Date
4/1991/0915	Change of use of ground floor to retail, first floor to office.	Approved	02/01/1992
14/01107/U	Change of use from retail (Class A1) and offices (Class B1(a)) to hot food takeaway (Class A5) and offices (Class B1(a)).	Refused	23/12/2014

The proposal

10. The proposal is to construct a two-storey rear extension which will project 6m to the rear of the house along its east boundary replacing, and matching the ground floor length of, the current section/extension to the rear. At 5m wide, the extension will be 2m wider than the current two-storey section. Its eaves height will be 6m (compared to 2m eaves height at the rear of the current single storey extension) and the hipped roof will take the total height to 7.4m (compared to 6m maximum height of current extension).
11. The extension will create a flat, now separate from the shop, which will be accessed from the ground floor rear. The small ground floor section of the flat will include a utility room and storage, while all living areas will be on the first floor with lounge/kitchen to the rear and three bedrooms, two toward the front and one facing rear. The remainder of the ground floor of the extension will be for use by the shop, and will include the rear access to the premises.
12. Four standard windows and a door with canopy will face to the rear. One first floor window, for the hall area of the flat, will face to the side toward no.55-57. One first floor rear-facing window in the main part of the house will be moved 2m closer to the boundary with no.55-57.
13. NOTE: the proposals have been amended since the original plans which proposed an 8m long extension incorporating two flats, covering the full width of the property and removing the rear access for the shop.

Proposal	Key facts
Scale	
Total floorspace	Total area of flat (incl ground floor): 83.35sq.m Total increase in floor space (incl shop & flat): 31.9sq.m
No. of storeys	2
Max. dimensions	6.1m long x 5.045m wide x 7.4m high.
Appearance	

Materials	Rendered masonry & roof tiles to match; uPVC windows & doors (existing: painted wood).
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Representations Received

14. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received objecting to the original plans (to create 2No. flats). The issues raised are summarised in the table below.

15.

Issues Raised	Response
The plans will “impose greatly” on outlook of neighbouring accommodation.	See main issue 3
Plans should be scaled down to one flat with no expansion of footprint/floor space.	See main issues 2 & 3
Unacceptable noise impact on flats opposite on Exeter St.	See other issues
Additional accommodation will put pressure on parking.	See main issue 4.

Consultation responses

Transportation

16. No objection on highway grounds.

17. The proposed arrangements for bin and bike storage in rear yards appears satisfactory in principle. Suggested informative: any new or converted residential dwellings will not be eligible for on-street parking permits.

Assessment of planning considerations

Relevant development plan policies

18. Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS4 Housing delivery

19. Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)

- DM1 Achieving and delivering sustainable development

- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM5 Flood resilience
- DM12 Ensuring well-planned housing development
- DM21 Protecting and supporting district & local centres
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

20. Relevant sections of the National Planning Policy Framework July 2018 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF7 Ensuring the vitality of town centres
- NPPF8 Promoting healthy and safe communities
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places

Case Assessment

21. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of Development

22. Key policies and NPPF paragraphs – JCS4, DM12, NPPF paragraphs 11, 12, 14 91, 117-118, 122-123.
23. As this proposal effectively results in the creation of one new dwelling, elements of national and local policy, which are strongly supportive of encouraging residential development in sustainable locations, have significant weight when balanced against potential negative impacts.
24. This location, within walking distance of the city centre and a good array of services, certainly qualifies as a sustainable location. It also maximises use of an already developed site.
25. Whether the first floor has an established office or residential use is not material to consideration of the application, given permitted development rights for office to residential change of use and the lack of any policy giving specific protection for office provision for this area.
26. While this implies support for the principle of a new dwelling in this location, local policy qualifies this by requiring that development should not detrimentally impact on either the character and amenity of the surrounding area, or the functioning of

the shopping unit. Assessment of such impacts forms the subject of discussion below.

Main issue 2: Design, scale and form

27. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 8, 127-131.
28. In terms of design, the proposed materials and fenestration of the extension are very much in keeping with the existing property. The hipped roof matches the pitch of the existing roof and the upper ridge, being lower than the main property, ensures that the extension appears sufficiently subservient despite its relatively large scale.
29. The extensions of neighbouring properties are larger in many respects helping to ensure that this proposal isn't incongruous with its surroundings. While too much building out to the back of these properties may produce a cumulatively overbearing effect for Exeter Street, the fact that the proposed extension stops well short (by 5m) of the rear of the plot and retains a visual line to the main part of the building, prevents this from becoming an issue in this instance.

Main issue 3: Amenity

30. Key policies and NPPF paragraphs – DM2, NPPF paragraphs 96 and 127.

Outlook & loss of light

31. The most affected property will be the upstairs flat to the east at 51a Dereham Road. With relatively long two storey extensions at both sides, there is potential for an unacceptable impact on the outlook to the rear of that property, leading to a closed-in feel and loss of light. However, for the flat itself, the rear door will be the only glazing notably affected. The door is close to the boundary and, while outlook through the door will undoubtedly be impacted, the fact that the glazing is obscured, and that it opens onto a hallway, means that this can only be given limited weight. Additionally, while there will be some loss of diffuse light, there will be little or no loss of direct sunlight as, being north north-east facing, the amount of direct sunlight to the door from the west will currently be very limited; at most only during high summer and then at an oblique angle.
32. For the two other windows for the flat, the new extension will not be visible and they will not be notably affected.
33. As regards future occupants of the property, maintaining an acceptable outlook was a key reason for rejecting the previously proposed plans for a ground floor flat. With the amended plans, all living areas are on the first floor and most windows look directly onto the streets to the front and the rear. The outlook for the small bedroom, viewing to the rear between the extension and the rear of the neighbouring restaurant is, however, far from ideal. On balance, as this first floor window will have a longer, albeit narrow, view and doesn't directly face toward the neighbouring air conditioning/extraction units, this isn't considered in itself sufficient reason to refuse the application.

Over-looking

34. There are no over-looking concerns as the only side-facing window looks west toward the rear of the restaurant, a space which has no effective amenity function.

Noise

35. Of potential concern is the low-level noise of the neighbouring extraction and air conditioning units unacceptably impacting on the amenity of future occupants. There are two windows which would be most affected by noise. One faces toward the units but services the hall area so, in terms of impact on living areas, isn't of significant concern. The other window is for the small bedroom in the main part of the building. Compared to its current position, this has been moved 2m closer toward the extraction units which will increase noise impact to some extent and, it also now services a smaller room which could magnify the effect for the occupant.
36. As part of the approval of the application, we will condition submission of a noise impact report, which would recommend any necessary measures to reduce noise levels for the flat. Verbal advice from environmental health has indicated that sufficiently effective measures will be possible, with the proviso that in some cases significant expense can be incurred. However, we feel there is sufficient assurance to approve the application.

Internal Space

37. While the nationally described space standards assume one double room, the minimum gross internal floor area for three bedrooms and four people is 84sq.m. At 83.35sq.m, this is only very slightly below that but, given the size of the rooms and the fact that none of the rooms would qualify as a double room, it is fair to assume that only three people will be resident, so a marginal shortfall shouldn't represent an issue. It should also be noted that the size compares favourably with the 70sq.m. minimum size for dwellings with two bedrooms and three people.
38. In respect of the smallest rear-facing bedroom, at an area 7.15sq.m, this is slightly below the minimum space standards of 7.5sq.m. At 2.1m, the width is also very slightly below the minimum of 2.15m. While it is considered that, overall, the positive aspects of the application outweigh these concerns, particularly as the space shortfall is fairly marginal, the combination of its small size and less than ideal outlook does make this room a legitimate area of concern for the application. (Note: the minimum room size for licensing regulation purposes is 6.51sq.m).

Outdoor space

39. While the amenity space is small, at 5m in length it can be considered sufficient for a flat of this size and relatively central location.

Main issue 4: Access and Servicing

40. Key policies and NPPF paragraphs – DM28, DM31, NPPF section 9.
41. An important aspect of the application has been to preserve separate access to the rear of the shop unit and to ensure that there remains sufficient space for

servicing the shop and, for instance, accommodating commercial bins. This would ensure there is a wide variety of potential future uses for the shop, maintaining its viability and, in the wider context, helping to maintain the vitality of this row of shops.

42. Transportation have indicated that the outdoor area for the flat itself is large enough to accommodate bin and cycle storage. While it would perhaps be preferable to increase the outdoor area for the flat, maintaining the service area for the shop remains a priority which has determined the positioning of the fence separating the two areas.
43. As confirmed by the response from Transportation, the occupants of the flat will not be eligible for parking permits and so won't impact on levels of parking. No off street parking is proposed. Given the location of the property close to the city centre and on a bus route, car free development would be acceptable in this location under policy DM32.

Compliance with other relevant development plan policies

44. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

45. There are no significant equality or diversity issues.

Other matters

46. The site is in a critical drainage catchment, albeit the site is currently entirely impermeable, no surface water drainage proposals are included. Given the nature of the site and the scope to improve on the current situation, it is considered that the drainage solution should be subject to condition.

Local finance considerations

47. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance

considerations are defined as a government grant or the Community Infrastructure Levy.

48. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
49. In this case local finance considerations are not considered to be material to the case.

Conclusion

50. The proposals represent a significant improvement on the originally submitted scheme, with most issues addressed. Overall, the extension will provide accommodation of, arguably, sufficient quality in a sustainable location and will maximise use of the site without impacting on the viability of the shop. There do remain some amenity concerns relating to outlook for neighbours and future occupants, and potential noise impact from adjacent air conditioning/extraction units. While it can be seen as a finely balanced decision these concerns are, overall, not considered significant enough to outweigh the positive aspects of the proposals.
51. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

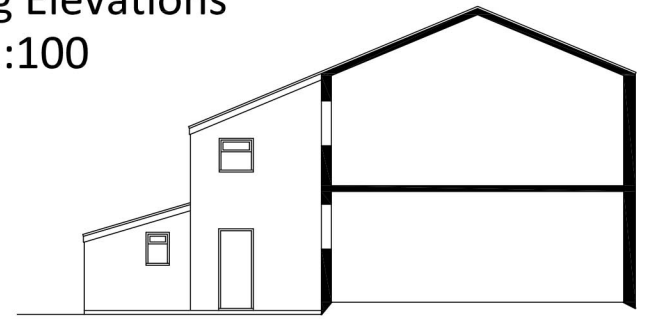
Recommendation

To approve application no. 18/01706/F – 53 Dereham Road, Norwich NR2 4HZ and grant planning permission subject to the following conditions:

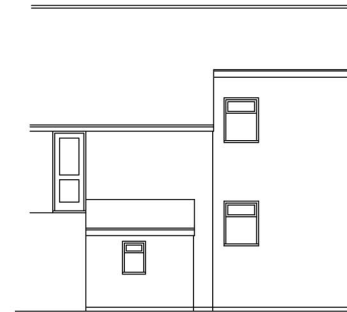
1. Standard time limit;
2. In accordance with plans;
3. Noise impact assessment and implementation of noise mitigation measures;
4. Landscaping and boundary treatments to rear;
5. Refuse and cycle storage;
6. Water efficiency;
7. Surface water drainage details.

Existing Elevations

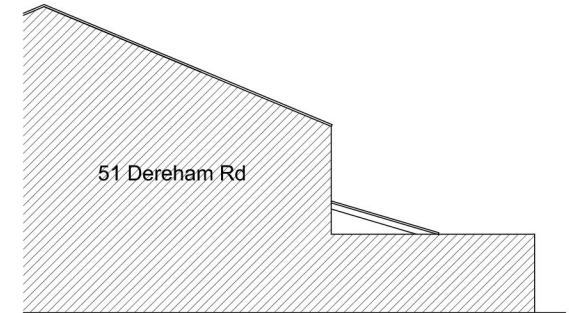
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West Elevation

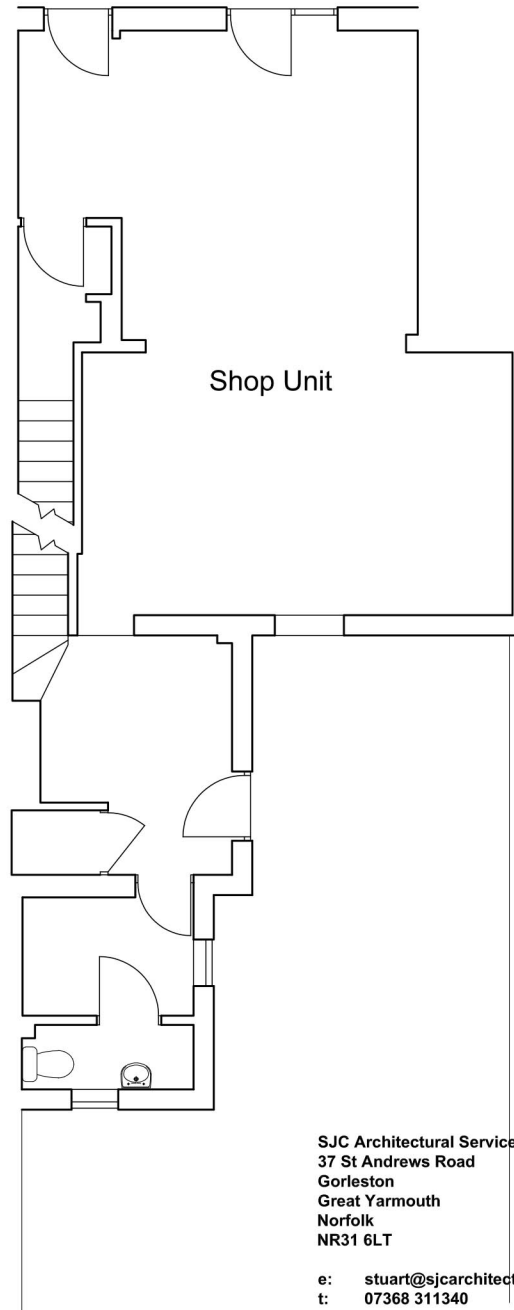


North Elevation



East Elevation

Ground Floor

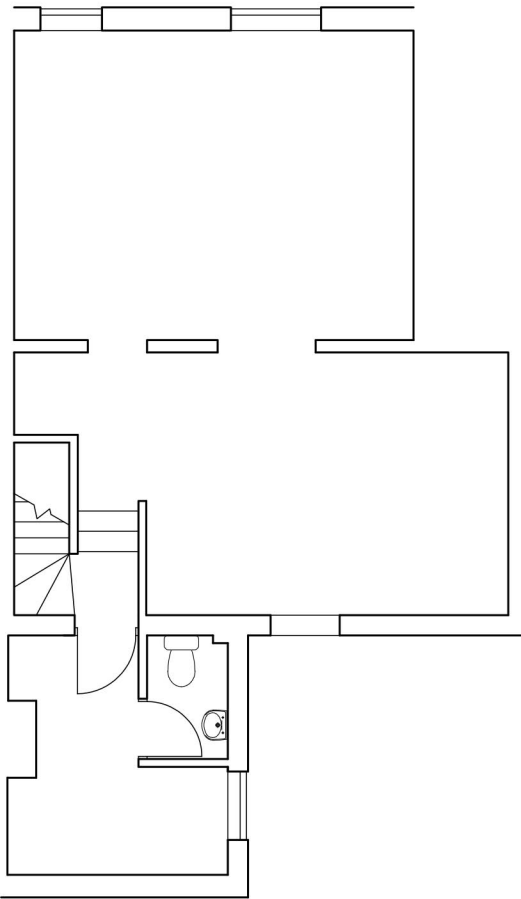


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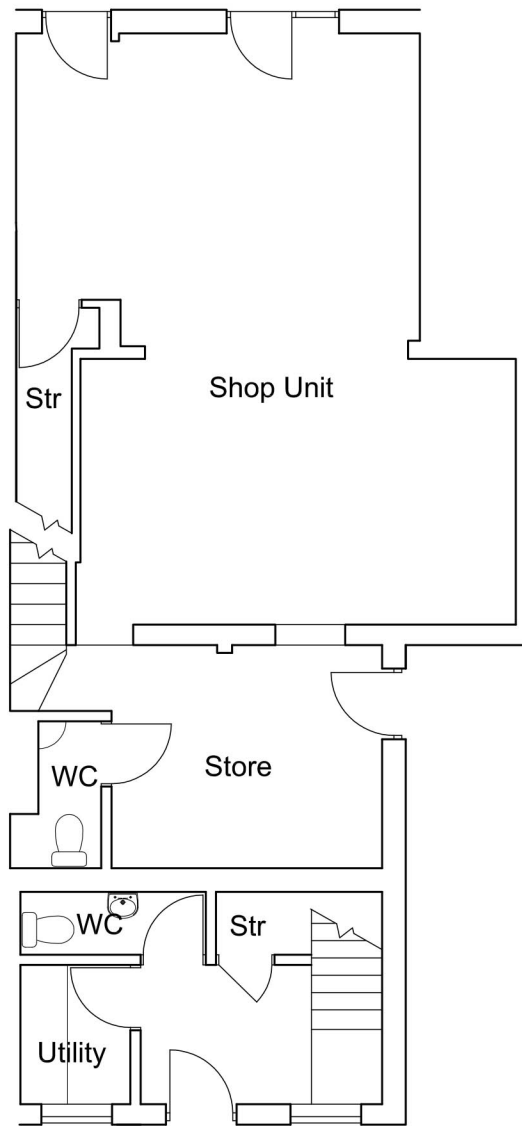
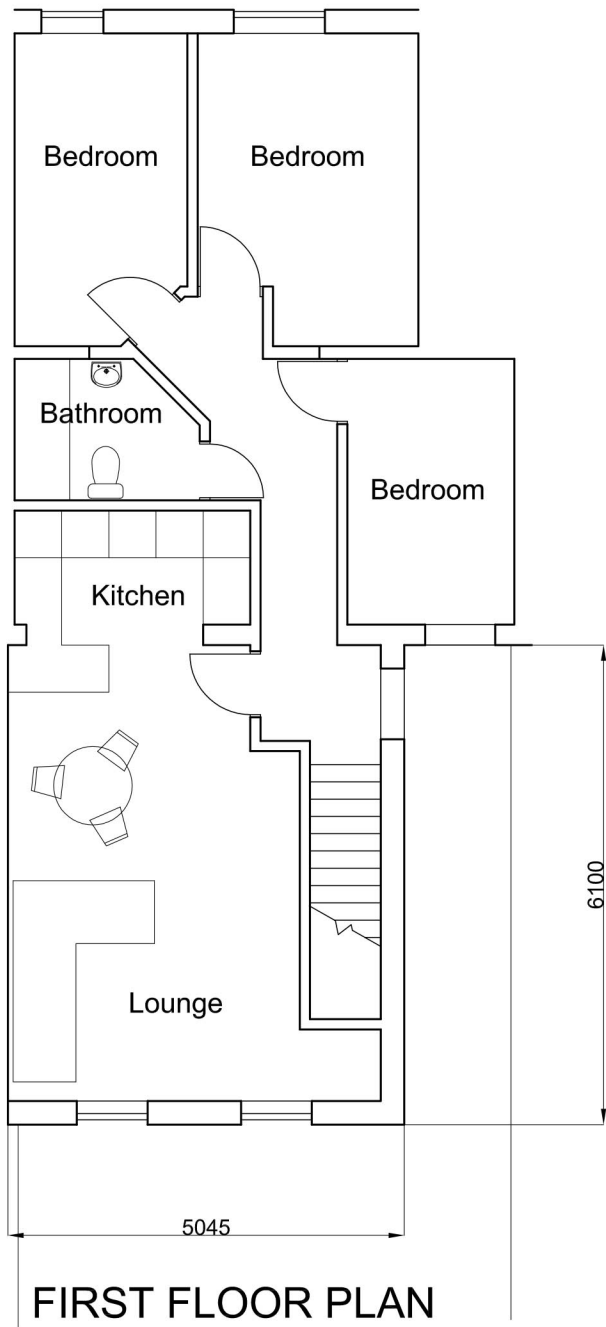
Dwg Title: Existing Plans/Elevations

First Floor



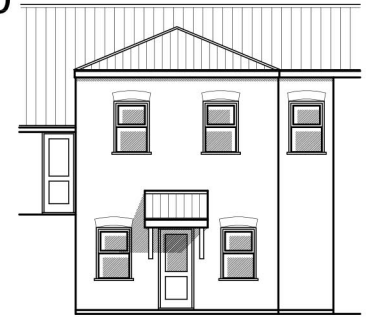
Existing Floor Plans
Scale 1:50

Client:	Shalaw Rasool		
Address:	53a Dereham Road, Norwich		
Project No:	SJC1113	Scale:	Shown
Dwg No:	P01	Rev:	A

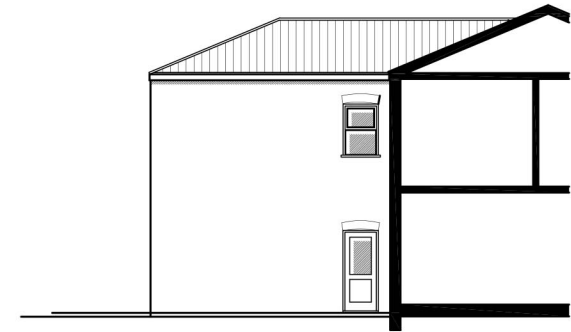


GROUND FLOOR PLAN

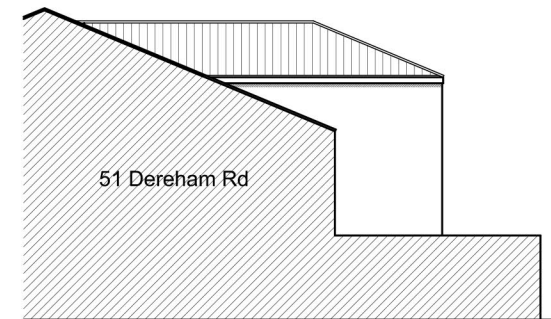
Proposed Elevations
Scale 1:100



North Elevation



West Elevation



East Elevation

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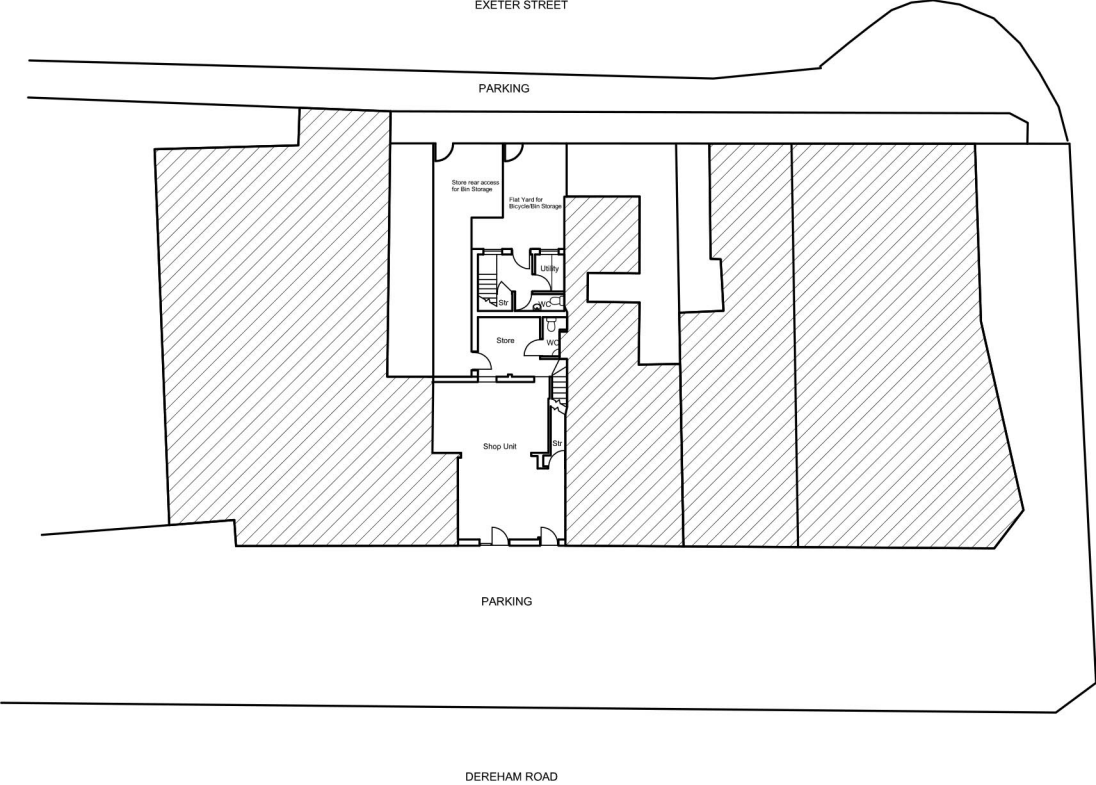
Client: Shalaw Rasool
Address: 53a Dereham Road, Norwich

Project No: SJC1113 **Scale:** Shown

Dwg No: P02 **Rev:** C

Dwg Title: Proposed Plans/Elevations

Proposed Floor Plans
Scale 1:50



Proposed Site Plan
Scale 1:200

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Project No: SJC1113 **Scale:** Shown

Dwg No: P03 **Rev:** A

Dwg Title: Site Plan